

## MENTAL HEALTH TRAILBLAZER

### Report of the Director of Public Health

#### 1 Purpose

- 1.1 The purpose of the report is to provide information to the Sunderland Health and Wellbeing Board about the work that has been undertaken across the seven local authority areas in the North East Combined Authority (those in Tyne and Wear, Northumberland and Durham) to develop and submit a funding bid for a trailblazer project aiming to support people with common mental health issues back into work and seek support for Sunderland's ongoing participation in this work.
- 1.2 The Leader and Chief Executive of the council agreed to Sunderland's involvement and staff from public health and strategy and performance have been involved in the work. Sunderland CCG had agreed that public health would provide the interface with this work on their behalf. A paper was taken to the Adults Partnership Board on 24<sup>th</sup> October.
- 1.3 At combined authority level, the work is being led by Northumberland County Council, as the Portfolio Holder for Employability, Inclusion and Skills within the North East Combined Authority.

#### 2. Background

- 2.1 Mental ill-health is prevalent in the working age population and is associated with high economic and social costs to individuals and society at large. Mental health problems are more common among people who are on benefits and out of work than those in employment.
- 2.2 The Royal College of Psychiatrists and the British Psychological Society define common mental health conditions as including the following: depression, generalised anxiety disorder, panic disorder, phobias, social anxiety disorder, obsessive-compulsive disorder and post-traumatic stress disorder. These conditions cause marked emotional distress and interfere with daily function; but they do not usually affect insight or cognition.
- 2.3 The most recent psychiatric morbidity survey (2007) reported that 19.7% of women and 12.5% of men have a common mental disorder at a given point in time. Of these, the majority have depressive disorders or anxiety disorders; more than half suffer from a mixed anxiety and depressive disorder. In Sunderland it is estimated that around 27,500 people aged 18-64 will have a common mental health disorder<sup>1</sup>.

---

<sup>1</sup> Estimate for 2014 from [www.pansi.org.uk](http://www.pansi.org.uk)

2.4 Between 2010 and 2014, the government made changes to illness and disability related welfare benefits. Incapacity Benefit (IB), Severe Disablement Allowance (SDA) and Income Support (IS) paid on the grounds of illness or disability were phased out and replaced with Employment and Support Allowance (ESA). Recipients of ESA are obliged to undergo a “work capability assessment”. The possible outcomes of this assessment are as follows:

- **found fit for work** – the individual is now ineligible for ESA, but may be able to claim Job Seekers’ Allowance (JSA) or Income Support (IS)
- **found to be too unwell to work at present, but work is possible in the future** – the individual is allocated to the “work related activities group” and must undertake activities such as training and work focussed interviews
- **found that illness or disability has a severe effect on their ability to work now and in the future** – the individual is allocated to the “support group”

2.5 The 7 Council areas in the north east combined authority have persistently high claimant rates for out-of-work benefits. Latest data shows that the rate of ESA claimants is particularly high (see Box 1).

**Box 1: Benefit claimant data as at February 2014**

% of working age population claiming key DWP benefits:

- Sunderland – 15.6% (approximately 27,890 persons)
- North East Combined Authority – 13.7% (approximately 170,940 persons)
- Great Britain – 10.6% (approximately 4,215,690 persons)

% working age population claiming ESA or incapacity benefits

- Sunderland - 9.2% (approximately 16,370 persons)
- North East Combined Authority – 7.9% (approximately 98,300 persons)
- Great Britain – 6.2% (approximately 2,451,480)

Numbers of ESA claimants with mental or behavioural disorders:

- Sunderland – approximately 6,450 persons
- North East Combined Authority – approximately 38,520 persons
- Great Britain – approximately 969,450 persons

Of these, the following numbers are in the work related activities group:

- Sunderland – approximately 2,020 persons
- North East Combined Authority – approximately 10,630 persons
- Great Britain – approximately 277,280 persons

2.6 In general, employment support programmes and health interventions are currently not performing successfully in terms of positive outcomes, particularly sustained job outcomes, for this group.

### **3. Introduction**

- 3.1 During July 2014, the North East Local Enterprise Partnership (LEP) was approached by the Cabinet Office and invited to bid for £1.7m via the Transformation Challenge Award (TCA). Similar approaches were made to Greater Manchester, Blackpool, and West London.
- 3.2 The bid will require matched funding. The North East Combined Authority is currently exploring whether the European Social Fund (ESF) could be used to provide this.
- 3.3 These areas were asked to develop and submit bids which aim to:
- Design and develop a mental health and employment integration trailblazer to inform future national and local support for people with common mental health conditions; and
  - Test integrated and better sequenced delivery models to complement public services at the local level at scale.
- 3.4 The expected outcomes for the trailblazer are as follows:
- Improved employment outcomes for ESA claimants with common mental health conditions;
  - Better integration of mental health and employment interventions;
  - Shared outputs and outcomes e.g., benefit off-flows, sustained employment and clinical recovery;
  - Improved value for money through integration;
  - Reduced costs for other support services;
  - Improved evidence base through robust evaluation.
- 3.5 Officers from the seven local authorities met during August and had some preliminary discussions with partner organisation. This was followed by a design workshop in September, which included partners such as Job Centre Plus, Northumberland Tyne & Wear NHS Foundation Trust, and the NHS North of England Commissioning Support Unit.
- 3.6 The workshop included sharing of good practice; this included a presentation by the Sunderland Psychological Wellbeing Service which provides employment support alongside psychological therapies for people with mild to moderate mental health problems and people with long term conditions.
- 3.7 The output of the design workshop was a proposed design model for the trailblazer, which was shared with participants for comment. Based on these comments, a bid was developed and submitted to the Cabinet Office on 1<sup>st</sup> October 2014. A formal decision announcement is anticipated on 21<sup>st</sup> November 2014.

#### **4. The mental health trailblazer design model**

- 4.1 The trailblazer will co-ordinate, integrate and add to a wide range of services already provided for people with common mental health problems. A central resource will be created which can broker employment support into existing psychological wellbeing/ IAPT services commissioned by CCGs. The service model will be based on the NICE approved Individual Placement Service (IPS) model, where each individual receives tailored support to support them into employment alongside their clinical recovery. Caseloads will be jointly managed by clinical and employment staff.
- 4.2 The primary goal is to achieve competitive employment which is consistent with each individuals stated preferences. Job search and placement should be rapid. Long term training or 'work preparation' interventions would not be considered to be successful outcomes.
- 4.3 Benefits counselling will be provided to support the transition from welfare to work. Continued in-work support will be provided past the end of the clinical intervention to promote sustaining work and prevent high rates of falling out of work.
- 4.4 Should the bid be successful, the new elements to be funded by the TCA are as follows:
- A central resource of employment coaches that will be brokered into psychological wellbeing/IAPT services;
  - Sustained in-work support which includes both employment and clinical elements;
  - Training with front line employment and mental health practitioners to ensure early identification of issues and employment is key factor in recovery plans for clinical intervention; and
  - Telephone based advice for practitioners on the best course of action or support for individuals they may be working with.
- 4.5 The trailblazer would aim to support approximately 1,500 participants of working age from across the North East Combined Authority area over a two year period. The following would be eligible:
- ESA claimants where a common mental health problem is the primary reason for the claim;
  - ESA work related activities group before referral to the Work Programme;
  - ESA work related activities group on completing the Work Programme.
  - JSA ex-Incapacity Benefits where Work Capability Assessment identified a common mental health condition.
- 4.6 A diagram of the model is included in the Appendix.

#### **5. Next Steps**

- 5.1 The timetable for the next steps is as follows:

- October 2014 - Wider consultation on the model will begin immediately when approval is received from Cabinet Office.
- October 2014 – Project development group established and convened, with work plan and key milestone dates agreed.
- November 2014 - Reports to Health and Well Being Boards across the Combined Authority area.
- November 2014 - formal decision announcement is anticipated on 21<sup>st</sup> November 2014.
- November 2014 – Confirmation of governance arrangements through North East Combined Authority.
- December 2014 - Procurement process for of in-work support telephone service to be appraised.
- January 2015 - Employment of project manager.
- January 2015 – Data sharing protocols negotiations.
- February – March 2015 - Employment of staffing and training needs audits – training plans implemented.
- February – March 2015 – Full briefings of Jobcentres and other referral sources to confirm referral processes.
- April 2015 – Go live.

## **6. Recommendations**

6.1 The Sunderland Health and Wellbeing Board is asked to:

- Note the work undertaken so far on the mental health trailblazer application.
- Support Sunderland's continued participation in this work as a means of working towards the following strategic goals for the city:
  - Supporting and motivating everyone to take responsibility for their health and that of others;
  - Supporting everyone to contribute;
  - Supporting individuals and their families to recover from ill-health and crisis.
- Support development of the model for local implementation through the Mental Health Partnership Board.
- Provide feedback on the proposed delivery model for the mental health trailblazer.

Kath Bailey  
Locum Consultant in Public Health



# APPENDIX

## MENTAL HEALTH AND EMPLOYMENT: NORTH EAST TRAILBLAZER – 3 PRIORITIES

We want these trailblazers to reflect three particular priorities:

- 1) Interventions grounded in evidence of What Works
- 2) Integration rooted in widespread local coordination
- 3) Evaluation which delivers robust impact estimates



